

ROUTING AND RECORD SHEET

SUBJECT: (Optional)

Agency Long-Range Planning
Phase IV - Support Capabilities

FROM:

OL/P&PS

EXTENSION

NO.

OL 2 4328

DATE

2 Nov 82

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TO: (Officer designation, room number, and building)

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COMMENTS (Number each comment to show from whom to whom. Draw a line across column after each comment.)

1. TO ALL OL COMPONENTS

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Attached "for your information" is a copy of OL's response to the Agency Long Range Plan. It is possible that we will receive additional tasking as the DA Planning Team prepares the DA strategy paper entitled, "Support Capabilities" for presentation to the EXCOM in mid-November.

Thank you for your ideas and assistance in putting the paper together.

Evelyn
Evelyn

26 OCT 1982

MEMORANDUM FOR: Deputy Director for Administration

FROM: Daniel C. King
Director of Logistics

SUBJECT: Agency Long-Range Planning
Phase IV - Support Capabilities (S)

REFERENCE: Memorandum for multiple addressees, from DDA,
dtd 17 September 1982, same subject (DDA
82-2266, OL 2-4328)

1. We have reviewed the five capabilities papers which discuss planned initiatives for the next decade and prepared the analysis requested by the reference. The papers were interesting reading and enlightening. Although lacking in quantitative detail, the papers provided the direction in which the Agency is headed and a basis for support planning. (U)

2. Please advise us if we can be of further assistance.

✓
E M
for Daniel C. King

Attachments

Distribution:

Orig. - Addressee
1 - OL Files
1 - D/L Chrono
1 - P&PS Official
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OL/P&PS

(24 October 1982)

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OL 2-4328

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INTELLIGENCE SOURCES
OR METHODS INVOLVED

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Agency Long-Range Plan
Phase IV Support Capabilities

I. Executive Summary

The Office of Logistics' mission is twofold; to develop logistical policy and plans and to provide support responsive to Agency requirements. Traditionally this mission has been accomplished through the availability of capital and through an adequate and flexible mix of career personnel. The capacity to provide centralized services was improved through purchasing machinery and equipment that improved productivity (such as new printing presses), and, when career personnel were not available to meet requirements, capital was utilized to meet the shortfall through the private sector or other Government entities. The availability of capital enabled OL to be relatively responsive even to crisis-type requirements -- requirements that were unplanned, uncoordinated, but required the immediate commitment of significant resources.

The underlying tone of the five capabilities papers is that logistical support will be required in a more sophisticated environment than today's and for requirements more complex than today's. Limitations in capital and personnel may preclude OL from meeting future requirements with an acceptable degree of responsiveness and efficiency. OL strategy is to increase the capacity and efficiency of a centralized support system via automation. Development of the Logistics Integrated Management System (LIMS) is underway. The capability to meet decentralized requirements is being increased via cross-training for career personnel and through the development of proprietaries to provide a mix of skilled personnel to meet the potential shortfall between requirements and onboard capabilities.

The total Agency projected growth in personnel resources and technology for the next ten years will place greater demands on OL for space. The planned increases in the number of personnel and advanced technical systems suggest that present space planning will not be adequate for Agency needs. Thus, decentralization of Agency functions may continue.

The planned initiatives imply that support to an expanded, computerized, and highly technical Agency will be required. A reevaluation will be made of required logistics expertise, organizational structure and support systems to determine what modifications are required to remain responsive. Reevaluations have already been initiated and are included in this paper.

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II. Overview

The Office must provide logistical support responsive to tasking requirements. During the period of the sixties and early seventies, our resource strategy was to do more with more. Demands were met with increased capital and the availability of required personnel. More recently, we have been challenged to do more with less to offset the effects of scarce resources. This challenge has been met through increased productivity, innovative and efficient use of resources, creative management, and the increased use of improved technology. The challenge is becoming increasingly difficult with often-mandated reductions in the budget and the inertia involved in expanding career personnel resources. Planning for resources was based on the assumptions that the budget would continue to be austere; the personnel ceiling would remain relatively stable; the cost of energy, facilities management, and office space would increase substantially; and that covert action and technical collection requirements would require highly responsive logistics support systems.

OL's major concern is the continuation of responsiveness to requirements. This goal is currently challenged by resources, that although not as austere as they have been in recent years, do not keep pace with new initiatives and increased requirements. The eroded resource base must be rebuilt to provide required support. Present demands most often require decentralized support through the assignment of personnel to various projects. This trend of decentralized support in combination with relatively fixed resources, complicates rebuilding a centralized capability with the potential increases in efficiency and stability possible through centralization. Rapid and reliable response to all demands requires that OL increase utilization of automatic data processing (ADP) systems and develop greater expertise in ADP. This will require retraining some personnel.

OL planning for future support is directed toward preparation for increased taskings and requirements. A part of this preparation requires that OL be involved in the conceptual and planning stage of new initiatives. Although the capabilities papers are a major improvement, they are lacking in the quantitative details to which support should be keyed. Because of this deficiency in planning data, OL efforts to meet future requirements are focused on more global issues: how to increase productivity and responsiveness and how to key support growth to meet the demands of the planned initiatives. The major project wherein we expect to increase productivity, efficiency, effectiveness, and responsiveness is the development and implementation of the Logistics Integrated Management System (LIMS). Personnel growth will be accomplished through traditional personnel actions and through the development of proprietaries.

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The greatest problem facing OL is to provide adequate space for a much larger work force by 1992. It is presently very difficult to acquire sufficient space in a timely manner to accommodate Agency requirements. If the projections in the capabilities papers are accurate, the new building will not satisfy Agency space needs and alternatives to satisfy space requirements must be pursued.

III. The Phase II Planning Papers

The requirement to provide a comprehensive analysis of the impact of the initiatives in the capabilities papers on support operations suggests that a detailed quantitative response is warranted. Such quantitative judgements would require that resources be allocated to specific initiatives. The information and data in the capabilities papers, although comparatively extensive and probably an Agency first, does not lend itself to detailed quantitative analysis and was probably not intended for such use, nor are they adequate to plan specific support strategy.

We have reviewed all of the papers and identified some major common impact areas resulting from the initiatives that will require logistical support (Growth in Personnel, Growth in Technology, and Space). We comment on these global areas in the following paragraphs and follow with general comments on impact.

GROWTH IN PERSONNEL

In total, the capabilities papers project significant increases across the board in analysts, collectors and CA and CI operations officers. The total Agency population in 1992 would be [redacted]. The added personnel would increase Agency strength overseas, at CONUS field locations, and Headquarters. 25X1

If we follow the strategy of the papers, we would add logistics specialists commensurate to customer growth and reconstitute and augment foreign and domestic support facilities. Before repeating history and engaging in growth and thereby potential future reductions similar to our past rifts, serious study should be undertaken to find ways to increase support through alternate means. [redacted] 25X1
[redacted] 25X1

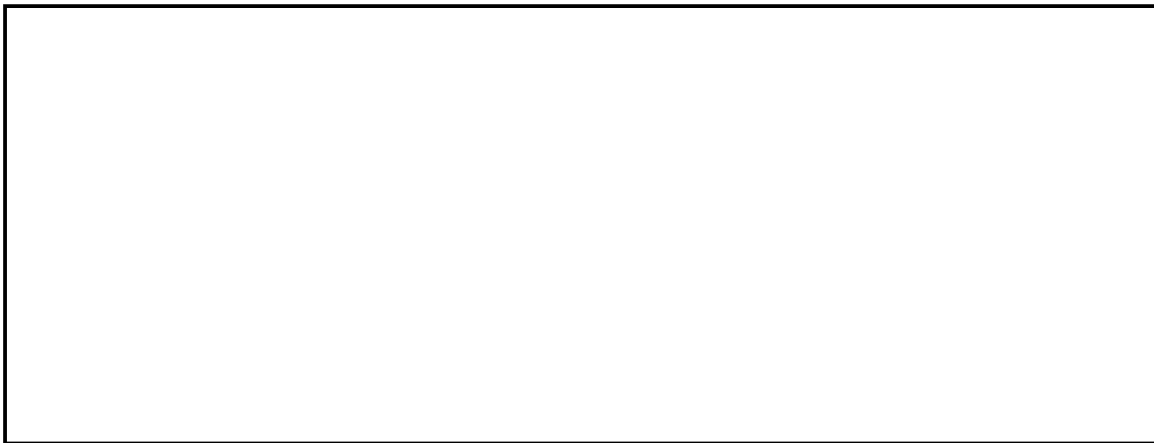
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coordination, could have great leveraging effect on the quality of support in the Field.

It is unlikely that approval will be granted to permit support growth in direct proportion to the planned Agency growth. We propose to meet increased requirements by extending automation in the logistics process and through improved productivity.

If the projected increases and initiatives are realized, some increases in logistics specialities are inevitable. Logistics generalists, contracting officers, and engineers will be needed to provide support in maintenance, design and construction of facilities, depot and supply operations, property management, material acquisitions, transportation and covert operations.

The exact numbers required cannot be determined. However, we envision logistics personnel support (some possibly dedicated for long periods) in the following areas:



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GROWTH IN TECHNOLOGY

The capabilities papers stress the acquisition of and/or improvements in ADP and technical collection systems to greatly enhance the collection and analysis of intelligence. The range and scope of the technological initiatives are startling. The ultimate goal is to provide a terminal (communications, data handling and word processing capability) for every analyst by 1992. Extensive automation is also projected for overseas stations. The office environment will be automation oriented.

Support to the "new" Agency in the same old ways may not be sufficiently responsive. Due to the abstract nature of future technology, it is extremely difficult to address impact and project support requirements. We assume, however, that the following issues will require consideration and resolution:

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- Concurrent automation in logistics support functions.
- Restructuring of support functions, i.e., how should the property and supply system, acquisition process, depot operations, and all other services be modified to be more responsive in an automated environment.
- Redefinition of the logistics careerists, i.e., what will be the duties and responsibilities of a logistics officer, contract officer, etc. New support employees will require training to understand and use the automated support systems of the future.
- Will similarities in automated systems breed duplication and require a sharing of resources and reorganization of the Directorate support structures?
- Furniture Policy -- Furniture is relatively expensive, affects morale, and is rather rigidly controlled by GSA policy. The trend toward office automation will impact on the replacement availability and standards for office furniture.

SPACE

The major area of impact to OL and the Agency will be the acquisition of adequate space to accommodate personnel increases and advanced technical systems. If the projected increases in personnel and machines are accurate, then current planning for new Headquarters construction is significantly short of requirements.

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GENERAL

Support to an expanded, computerized, and highly technical Agency will necessitate a reevaluation of OL organizational

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structure. Current issues being pursued that will influence organizational structure, and thus support, are:

A. Centralized versus decentralized support functions -- Future logistics support will most likely continue to be specialized by functional areas. While actual support will be decentralized to meet customer needs, management of support resources will be centralized.

B. The effects of automation on work processes -- To what extent will automation determine organizational structure and dictate personnel requirements.

A continuing challenge to future logistics support is OL participation in the conceptual and developmental phase of plans. A further difficulty is that requirements tend to be broad and qualitative rather than specific and quantitative. The degree of responsiveness by OL will be directly impacted by our stage of involvement and the level of specificity. Logistical annexes and supplemental support packages should be a requirement for all plans and initiatives to ensure OL participation in requirements identification.

In sum, an increase in Agency personnel and initiatives will place greater demands on the logistics system for general supplies, office furnishings, equipment, and services: services that span from the essential but mundane (couriers, transportation, janitorial) to the professional (engineers, procurement officers, etc.).

The following very general guidelines are provided as standards which have historically been used to determine impact. It is questionable if these standards will be appropriate for the determination of impact for the next decade since the operative environment will be more sophisticated and complex. As plans become more definitive, OL will modify the standards to more appropriately apply to requirements.

- One new employee requires of space at Headquarters or US field stations. 25X1
- One square foot of leased space costs \$15 to renovate and \$15 per year to lease. 25X1
- The cost of a basic work station and required secure storage is \$850.
- One contract officer is required for 100 new contracts or for every \$10,000,000 increase in contract dollars.

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- Two additional OL positions are required to support 100 additional Agency positions.

IV. Resource Requirements

To support the planned initiatives as stated in the capabilities papers, a significant increase in personnel and funds for capital improvements and the acquisition of new automated systems is implied. If OL growth was rigidly keyed to the growth trend in the papers, logistics personnel would increase by 30 percent and machine growth by a significant percentage.

As previously stated, proportional logistics support growth is not likely. Although we anticipate some personnel growth across the board, exact numbers cannot be specified due to the lack of sufficient detail in the planning papers. As developed earlier, we propose to respond to increased requirements through automated systems (LIMS), establishment of a proprietary, and through the use of other Government agencies.

As the requirements for OL support are not prioritized, OL cannot prioritize resource requirements. Obviously, high priority must be assigned to the design, implementation and use of LIMS, and the provision of adequate funds and authority to ensure the availability of the necessary skills to meet any shortfall between requirements and onboard personnel availability.

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LOGISTICS SUPPORT 1982-1992

INTRODUCTION

The planned initiatives in the Agency for the next decade dictate that current capabilities, skills, management plans, and organizational structure be analyzed to determine what changes will be needed to meet future requirements. This paper addresses the current planning, direction, and alternatives being undertaken and considered by the Office of Logistics in continuing and improving support to Agency requirements.

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The perceived need for compartmentalization has in the past precluded the coordination needed to appropriately plan support. OL is currently studying organizational realignments to assure that the proper mix of skills in the correct numbers exist to meet future requirements. One organizational realignment includes centralizing all covert support resources under one structure. To the extent that compartmented information will allow, this structure will be responsive to operational needs. The ability to meet short-notice requirements will be ensured by the proprietary entity discussed in Part I.

III. Space for an Expanding Agency

The planning papers imply that current space plans will not be sufficient to accommodate Agency needs through the next decade. The following concepts are alternatives to meeting Agency space needs.

A. Headquarters Compound Concept

Build the new addition on the Headquarters compound as planned and accommodate new growth by one or more of the following:

- Continue to lease selected external buildings.
- Build, buy, or lease in the Washington metropolitan area a building large enough to house the remaining external elements plus all new growth, gradually phasing in existing components with new growth.



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- Relocate the Federal Highway Research Station to a new location and adapt their facilities for Agency use.
- Place temporary structures (inflatable buildings or modulars) on the Headquarters compound and use them until one or more of the above can be accomplished.
- Build a new facility within 50 (plus-minus) miles of Headquarters which can accommodate all elements in the Washington metropolitan area not slated to move into the new additions. This would also include all depot operations.

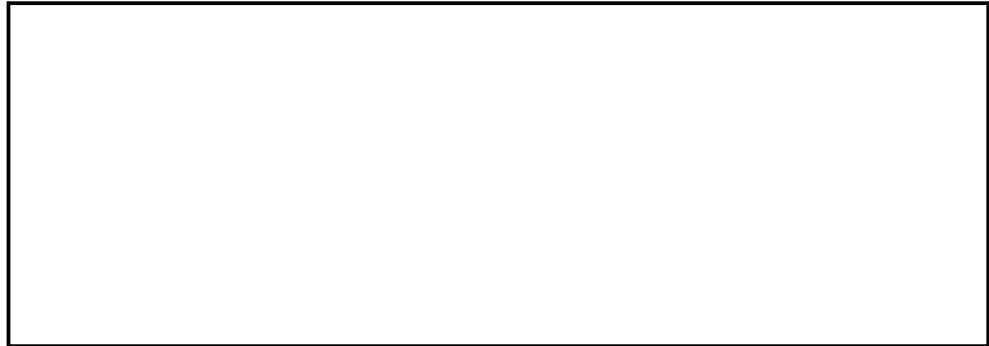
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B. Two Compound Concept

Do not build a new addition on the Headquarters compound. Instead, build temporary structures to house new growth only and develop a new compound on a large tract of land within 100 miles of Headquarters. Most DS&T and DA components would be housed in this facility and Headquarters would be retained for DCI, DDI, and DO functions.

C. Satellite Concept

1. Relocate selected offices to other areas within the region. For example:



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2. Relocate directorates throughout the region and keep DCI and support elements on Headquarters compound. Also could set up geographically by regional organizations, e.g., all EUR co-located.
3. Explore work-at-home concept via terminals for selected occupations.

In addition to the concepts stated above, the following should be considered:

- Explore the excavation of the basement in the P&PD building for offices or storage.
- The P&PD building was originally constructed with the capability to expand via two additional floors. The two floors could best be used by editors, cartographers, publishers, or for housing computers and peripheral equipment.
- The proximity of Headquarters to the Potomac River should be weighed for future relocations and possibilities of water transportation if moves were made to Rosslyn, Crystal City, Georgetown, and MacArthur Boulevard areas.

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- Explore reconfiguration of parking areas in the Headquarters compound area to align with the trend toward smaller automobiles.
- Application of new GSA guidelines on square footage for workstations.

IV. Strategy to Increase Timeliness and Responsiveness of the Acquisition System

Long-term strategy to increase the timeliness and responsiveness of Agency procurement, contracting and supply systems is dependent upon the successful development of a Logistics Integrated Management System (LIMS). LIMS will be an integrated management system that recognizes and reacts to service requirements and resource constraints, and enhances operational efficiency, effectiveness, and productivity. LIMS will progressively increase automation in OL information handling systems through an expandable, flexible, Agency/office-wide automated management information system which supports OL operations. LIMS will transfer labor-intensive operations to computers and integrate all OL and OF processes within the functions of: property management, requisitioning, cataloging, inventory management, receiving, procurement, distribution, vendor payment, management information generation and dissemination, and those general requirements affecting the whole of an automated system. LIMS will also relate to and interface with Agency accounting, financial, and budgetary processes.

V. Strategy to Become Independent from GSA and to Improve Logistics Services Support

In the Metropolitan Washington Area, the Agency resides in Government-owned or leased buildings which have historically been maintained, operated, and/or leased by the General Services Administration (GSA). Routine services as required during the normal 40-hour work week (such as lights, air conditioning, maintenance, custodial, guard services, etc.) have been funded by an established Standard Level Users Charge (SLUC) which currently costs the Agency \$28,000,000 per year. Services outside normal hours or those of higher quality than considered standard, are available only if agreed to and funded on a reimbursable basis. The activities which are necessary for the Agency to stay open 24 hours per day, 365 days per year and to maintain the high level of security required, cost several more million dollars per year. New construction or major alternatives are designed and constructed through additional reimbursable efforts. The same constraints exist to various degrees in Agency buildings throughout CONUS where GSA is the agent and the Agency is the client.

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Over the years, GSA has shown either a lack of interest or a lack of ability to provide the level of service or to meet the required time of delivery of the service. Even when the Agency has been driven by events to provide extra monetary resources to GSA to improve matters, the result has been a period of short-lived interest in improving performance. Inevitably, service continues to be inadequate and unsatisfactory.

Our efforts to gain independence from GSA are restricted by that law which designates GSA as the executive agent in federal requirements for space, renovation, construction and for maintenance and operation of federally-owned and leased property. Hence, the only feasible alternative for independence is delegations of authority from GSA. We have aggressively pursued this avenue and recently (9 August 1982) assumed responsibility for maintenance and operation of [REDACTED] We are continually negotiating with GSA for additional delegations of authority. The current issues being negotiated are:

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A. Maintenance and operation of the OTS complex at 2430 E street -- The complex has deteriorated to such a degree that the Agency has, in effect, asked GSA to "show cause" why the Agency should not take over that facility. GSA has indicated its determination to do better and is in the process of accomplishing many minor repairs and formulating a schedule of capital improvements such as major roof repairs or utility systems upgrade for Agency consideration.

B. Maintenance and operation of the Headquarters Power Plant -- In response to repeated concern by the Agency relative to the degree of reliability available from GSA, negotiations are now in progress to determine the true cost of adequate maintenance, operation, and those capital improvements necessary to recover from a plant facility nearing the end of its useful life expectancy.

C. Leasing and alteration to suit Agency space requirements in non-Government buildings -- Negotiations have been conducted to obtain unlimited authority from GSA for the Agency to directly lease space. GSA has refused to delegate authority above the existing 5,000 square foot limit and has promised to expedite requests to the extent possible. The Agency has placed GSA on notice that it will, when necessary to meet operational requirements, proceed with GSA if possible or without GSA if it cannot meet operational deadlines.

Independence from GSA will result in improved services through the:

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- Control of the custodial, maintenance, and operations work force.
- Identification and clearance of contractors with the professional skills required, i.e., architects and engineers.

Services can also be improved through the automation of those labor-intensive activities, i.e., architectural design and layout functions, receiving and resupply, and mail sorting and distribution activities.

VI. Strategy to Improve Transportation and Storage Capability

Transportation facilities necessary to adequately support expanded Agency activities are currently lacking. It is essential that OL's capabilities to move cargo efficiently, securely, and on a timely basis be thoroughly explored. OL needs to establish an independent capability to move cargo through dedicated air and sea channels. A limited effort is already underway to bolster our capabilities in this area. During the past year representatives of the Office of Logistics have investigated the feasibility of developing a capability to charter ships through overseas companies. The necessary entities are already in place which would enable OL to effect charters without revealing the interests of the US Government. Documentation for this project is currently being developed. Additional effort to bolster transportation capabilities include an investigation during FY 83 of the feasibility of reestablishing a dedicated airlift capability.

The increase in people, the communications recapitalization program, the implementation of the CRAFT program, and planned initiatives will all have a considerable impact on OL's storage capability. During the forthcoming decade, OL will undertake a major study of the anticipated storage requirements versus our current capability and initiate plans for new warehouse facilities. It is conceivable that the increase in requirements can be met through the construction of new warehouse facilities at one of our CONUS locations; however, it may also be necessary to open an entirely new depot. In conjunction with expanding our current capabilities, the need to reestablish regional supply capabilities in Europe and the Far East will also be carefully studied. Regional support activities are one way in which the extensive lead time for materiel support can be reduced significantly, therefore providing a much needed improvement in customer responsiveness. Our new automated system will assist us in tracking requirements to the extent that OL will be capable of more accurately forecasting Agency materiel support requirements.

REFERENCE